United Nations A/67/583

General Assembly

Distr.: General
23 November 2012

Original: English

Sixty-seventh session
Agenda items 54, 118 (a) and 129

Comprehensive review of the whole question of peacekeeping operations in all their aspects

Strengthening of the United Nations system

Review of the efficiency of the administrative and financial functioning of the United Nations

Civilian capacity in the aftermath of conflict

Report of the Advisory Committee on Administrative and Budgetary Questions

I. Introduction

1. The Advisory Committee has considered the report of the Secretary-General on civilian capacity in the aftermath of conflict (A/67/312-S/2012/645) prepared pursuant to paragraph 2 of General Assembly resolution 66/255. During its consideration of the report, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. The Advisory Committee was informed, upon request, that the civilian capacity initiative is a cross-cutting effort aimed at improving United Nations support to capacity-building in countries emerging from conflict. The initiative has its origins in a 2009 report on peacebuilding, in which the Secretary-General called for a review of how to broaden and deepen the pool of civilian experts to support the immediate capacity-development needs of countries emerging from conflict (A/63/881-S/2009/304, para. 68). The Secretary-General subsequently formed the independent Senior Advisory Group for the Review of International Civilian Capacities to examine different aspects of the subject. The Group submitted its report in January 2011 (A/65/747-S/2011/85) and the Secretary-General issued his preliminary views on the findings of the Group in August 2011 (A/66/311-S/2011/257).

3. Taking into consideration all of the reports mentioned above, the General Assembly, in its resolution 66/255, welcomed the intention of the Secretary-General to develop proposals relating to civilian capacity in the aftermath of conflict, affirmed the fundamental principle of national ownership and requested the Secretary-General to continue his consultations with Member States on the subject.

12-60335 (E) 291112

Please recycle

In the same resolution, the Assembly encouraged national Governments, the United Nations and regional and subregional organizations to broaden and deepen the pool of civilian capacity in this regard, with a particular focus on developing pools of civilian expertise from countries with relevant experience in post-conflict peacebuilding or democratic transition and on mobilizing capacities from developing countries and of women, as vital to the success of United Nations peacebuilding endeavours. The current report of the Secretary-General (A/67/312-S/2012/645) was prepared pursuant to the request of the Assembly that he submit a subsequent report on the measures outlined in the report contained in document A/66/31-S/2011/257, as well as on the development of further initiatives, for consideration by Member States in the Assembly and its subsidiary bodies, including, in particular, the Special Committee on Peacekeeping Operations and the Fifth Committee (resolution 66/255, para. 2).

4. The present report contains the observations and recommendations of the Advisory Committee on the report of the Secretary-General contained in document A/67/312-S/2012/645. In section II, the Committee provides general views on the proposals of the Secretary-General to address civilian capacity in the aftermath of conflict. Sections III, IV and V deal with national ownership, partnerships and expertise, and financial and managerial agility, respectively.

II. General observations and recommendations

Preliminary comments

5. The Advisory Committee observes that the report of the Secretary-General is directed to multiple audiences and will be considered in different intergovernmental forums as stipulated in General Assembly resolution 66/255. The Committee notes that its own consideration of the report precedes the deliberation of those bodies. **The Advisory Committee recognizes, however, that the initiative encompasses several different work streams that have administrative and budgetary implications. The present report of the Committee therefore offers its preliminary advice on these aspects of the report of the Secretary-General in an effort to ensure compliance with the regulatory framework of the Organization as the Secretary-General further develops the initiative. In addition, the Advisory Committee emphasizes the need for the Secretary-General to ensure congruence with other ongoing reform efforts.**

6. The Advisory Committee further notes that the administrative and financial aspects of the proposals of the Secretary-General have not been fully elaborated at this time. The review of field service personnel in United Nations missions, the development of an emergency staff deployment facility and possible expansion of the standard funding modality at the mission level are three such examples referred to in the report of the Secretary-General but not fully developed as concrete proposals (A/67/312-S/2012/645, paras. 15, 66 and 52 respectively). Consequently, at this stage the Committee will make comments of a preliminary nature and intends to make more detailed observations once specific proposals are submitted to it. **The Advisory Committee notes that the different elements described in the present report of the Secretary-General remain conceptual in nature and do not outline precise programmatic, administrative or budgetary implications. The Committee**

looks forward to receiving specific proposals with their administrative and budgetary implications in future reports on the progress of this initiative.

End-state vision, project benchmarks and organizational linkages

7. In its recent review of the reports of the Board of Auditors on various United Nations activities and operations, the Advisory Committee concurred with the view of the Board that the Secretary-General had not formulated an end-state vision for several major business transformation projects or an action plan to realize such as vision (see A/67/381, para. 22). As far as the civilian capacity initiative is concerned, the Committee was informed upon enquiry that the end goal of the initiative was to achieve more effective delivery of results in the field, specifically through strengthened national ownership and better support to national institution-building. The Committee was further informed that the measures being considered were aimed at effectiveness and did not have a cost-saving objective.

8. The five gaps initially identified by the Senior Advisory Group as most critical to sustainable peacebuilding are: safety and security, justice, inclusive political processes, core Government functionality and economic revitalization (see A/65/747-S/2011/85, para. 34). The Secretary-General, in his current report, indicates that efforts to find these capacities is a long-term endeavour, necessitating partnerships with a broader range of potential providers, especially from the global South (A/67/312-S/2012/645, para. 17). Upon enquiry, the Committee was informed that the global South encompasses some 133 countries and includes those with medium and low human development, according to the human development index as reported in the Human Development Report.

9. The representatives of the Secretary-General, acknowledging that multiple actors are involved in delivering assistance and support to the field, pointed out that the first phase of implementation included: (a) targeting four or five examples of national ownership and innovative partnership arrangements; (b) ensuring participation and utilization of the online platform; (c) preparing clear and transparent guidance on responsibilities and accountabilities of United Nations system global focal points; and (d) developing improved tools for accessing expertise. **The Advisory Committee is of the view that further efforts are needed to develop a clear vision of the desired end-state for this initiative, along with a clearer set of timelines, activities and deliverables, as well as a more precise identification of entities to be responsible and held accountable for delivering the expected outcomes.**

10. On a related matter, the Advisory Committee notes that the exact relationship between this initiative and the work of the Peacebuilding Commission is not clearly specified in the report of the Secretary-General. Upon enquiry, the Committee was informed that there had been four exchanges with the Peacebuilding Commission on issues concerning civilian capacity and that the Peacebuilding Fund Immediate Response Facility was helping to fund expertise in key areas of transition and peacebuilding through South-South exchanges in certain countries. Similarly, the Advisory Committee notes that the report of the Secretary-General makes only brief reference to ongoing efforts to improve the integrated mission planning processes, a planned review of the Field Service category of staff serving in peacekeeping operations (with a view to nationalizing certain Field Service posts) and adaptation of procurement processes to enhance local procurement (A/67/312-S/2012/645, paras. 11, 15 and 16 respectively).

11. **The Advisory Committee notes that the report of the Secretary-General does not clearly define the scope of the initiative nor does it make clear linkages with actions or aspects that are already under way within other existing work streams. The Committee is also of the view that the Secretary-General does not set out in any detail how the proposals of the civilian capacity initiative dovetail with existing capacities, systems and structures across the Secretariat and the broader United Nations system or with other reform initiatives approved by the General Assembly.**

12. **The Advisory Committee recommends, where ongoing work is under way within the Secretariat and the United Nations system that will complement and further the aims and objectives of the civilian capacity initiative, that future reports of the Secretary-General contain sufficient information to ensure the proper degree of monitoring and oversight, to minimize possible duplication and to ensure consistency and complementarity of effort. More attention should also be given to defining the precise scope of the responsibilities and accountabilities of the Secretary-General with respect to the civilian capacity initiative, thereby enabling greater measurability of progress and more focused reporting thereon.**

Project governance and sustainability

13. The Advisory Committee was informed, upon enquiry, that the civilian capacity initiative was overseen by a steering committee, first convened in March 2011 and chaired by the current Chef de Cabinet of the Secretary-General. The steering committee includes members from within the United Nations Secretariat and the Administrator of the United Nations Development Programme (UNDP) in her capacity as head of the United Nations Development Group. It was indicated to the Advisory Committee that the steering committee was supported by a working group, which, in addition to the entities represented on the steering committee, included representatives of several agencies, funds and programmes. A support team, headed by a team leader at the D-2 level, had also been constituted to assume day-to-day management responsibilities for the project. The Advisory Committee was further informed that this team was a temporary structure and no permanent change to structures or functions was envisaged as a result of this initiative.

14. Regarding resources deployed for the initiative, the Advisory Committee was informed that from March 2011 to September 2012, approximately $1.3 million in voluntary contributions had been spent. For the 12-month period ending September 2013, the project anticipates spending of an additional $1.8 million, also funded from voluntary sources. These figures exclude the salary and staff costs of the D-2 Director of the project team, temporarily redeployed from within the Secretariat; the time and advice provided by a full-time staff member on secondment from the World Bank, at the grade level equivalent to Assistant Secretary-General; and technical assistance provided by the Department of Field Support in the development of the online platform CAPMATCH (the mechanism designed to connect those seeking capacity with potential providers, comments on which are contained in paras. 22-24 below).

15. **The Advisory Committee therefore recommends that careful attention be given as to how the civilian capacity initiative will be achieved in the long term, including whether enhancement of existing organizational structures and**

allocation of appropriate resources would be required (see also paras. 24 and 40 below). The Committee further stresses that overlap or duplication of existing Secretariat or United Nations system structures should be avoided. The Committee also recommends that the full cost implications of such initiatives, irrespective of the source of funding, should be clearly presented to the General Assembly for consideration at the outset.

III. National ownership

16. The Advisory Committee notes that strengthening national ownership is a central objective of this initiative. In his transmittal letter dated 31 January 2011, the Chair of the Senior Advisory Group pointed out that the international response to conflict was often supply-driven, with international actors focusing on what they can provide, rather than listening to the real needs of those they serve (A/65/747-S/2011/85). In its review, the Group noted that the Peacebuilding Commission has emphasized that unless conflict-affected communities can develop their own abilities to cope with crisis and change, international assistance will not succeed (ibid., summary). Subsequently, in its resolution 66/255, the General Assembly affirmed the fundamental principle of national ownership and stressed the importance of supporting national civilian capacity development and institution-building, including through peacekeeping operations in accordance with their mandates, as well as enhanced regional, South-South and triangular cooperation.[1]

17. In his current report, the Secretary-General describes some political developments in support of inclusive, country-owned and country-led transitions and the need for a single, strongly prioritized action plan in countries emerging from conflict (A/67/312-S/2012/645, paras. 7 and 8). He also cites specific recent examples of situations on the ground in Libya, Yemen, Côte d'Ivoire and Liberia (ibid., paras. 9, 10 and 12) that require a carefully designed, contextually specific approach in terms of United Nations support. He further outlines the ongoing work of an inter-agency working group led by UNDP in developing principles and guidelines for better use of national capacity in such contexts (ibid., para. 13).

18. The Advisory Committee also notes the acknowledgement of the Secretary-General that while United Nations agencies, funds and programmes regularly rely on national capacity (A/67/312-S/2012/645, paras. 10 and 14), peacekeeping missions often miss potential opportunities for building sustainable national capacity (ibid., para. 10). He cites the example of international personnel being deployed to over two thirds of mission support posts in existing peacekeeping missions (ibid., para. 15). Specifically, the Secretary-General cites two potential opportunities for improving national capacity-building through adaptation of the approach taken by the Secretariat in its peacekeeping operations, namely, the feasibility of nationalizing Field Service posts within missions and enhancing opportunities for local procurement.

19. The Advisory Committee recalls its previous support for proposals to nationalize positions in the context of its review of peacekeeping operations (see A/65/743, para. 42). The Advisory Committee also intends to examine more closely

[1] Triangular cooperation is defined in the report of the Senior Advisory Group as a situation where northern funds and/or expertise collaborate with southern funds and/or expertise to support a third country (A/65/747-S/2011/85, para. 23).

the outcome of the review of Field Service personnel in the context of its regular consideration of human resources matters.

20. Concerning procurement, regulation 5.12 of the United Nations Financial Regulations and Rules stipulates that the principles that shall be given due consideration are best value for money; fairness, integrity and transparency; effective international competition and the interest of the United Nations. The Advisory Committee recalls that the General Assembly has repeatedly stressed its encouragement for greater competitive sourcing of goods and services in field missions at the local or regional level (see resolutions 52/226 A, para. 19, and 54/14, para. 24). More recently, in paragraph 20 of its resolution 62/269, the Assembly, endorsing a recommendation of the Advisory Committee, requested the Secretary-General to continue and intensify the exploration of additional innovative ways to promote procurement from developing countries and countries with economies in transition.

21. **The Advisory Committee notes the efforts of the Secretary-General and United Nations system entities to strengthen national ownership in the development of civilian capacities in countries emerging from conflict and looks forward to receiving detailed progress updates on the development of guidance materials and principles in such contexts. The Committee also notes the intentions of the Secretary-General in this regard and looks forward to receiving specific proposals concerning the review of Field Service positions in peacekeeping missions and enhancing opportunities for local procurement. With respect to procurement, the Committee recalls that the underlying principles set out in regulation 5.12 of the Financial Regulations and Rules should be observed. Lessons learned by the United Nations agencies, funds and programmes concerning field procurement must also be given due regard.**

IV. Partnerships and expertise

A. Networks of expertise

22. In his report the Secretary-General describes several different practical examples of recent capacity-building exchanges (A/67/312-S/2012/645, paras. 18-22). He also points out that there is insufficient systematic support for these types of exchanges and often a lack of documented knowledge as to where such capacities and experience lie (ibid., para. 23). As one step towards accessing a broader range of capacities and facilitating new partnerships, the Secretary-General is developing an online platform, CAPMATCH, the purpose of which is to better match the demand and supply of specialized civilian capacities in countries emerging from conflict, focusing on the five critical capacity gaps mentioned in paragraph 8 above.

23. The report of the Secretary-General indicates that the platform aims to provide a simple, transparent source of information to help providers and requesters to connect. Each organization will manage its own list of available capacities; individuals will not register directly. In this way, the Secretary-General points out that CAPMATCH is not a selection mechanism for personnel and does not affect established procedures for United Nations staffing (A/67/312-S/2012/645, para. 28). Concerning the vetting provisions for organizations offering capacities within CAPMATCH, the representatives of the Secretary-General stated, upon enquiry by

the Advisory Committee, that due diligence procedures for the platform will include verifying with Member States that organizations seeking to register are bona fide Government agencies. In the case of registration by non-governmental organizations, the affiliation mechanisms established by the Economic and Social Council will be applied. Non-governmental organizations not affiliated with the Council seeking to participate in CAPMATCH will be requested to complete a due diligence questionnaire, which would then be assessed by the civilian capacities project team to determine whether a registration application is accepted or not. **The Advisory Committee believes that a more robust vetting procedure would be needed to ensure that the United Nations is not exposed to reputational risk through the use of a platform which is managed and sustained by the Organization. The Committee recommends that the General Assembly seek greater assurance that the entities participating in CAPMATCH properly screen the capabilities and qualifications of the individuals being put forward for consideration under the auspices of the platform. It looks forward to receiving specific proposals on how exposure to risks can be appropriately mitigated through the application of suitable controls.**

24. The Advisory Committee was informed, upon request, that the platform has been developed thus far using resources available to the Secretariat, including through voluntary contributions and technical assistance from within the Department of Field Support. The Committee was also provided information that the first phase of the project had secured the participation of 22 Member States (15 of which are from the global South) and 14 non-governmental organizations (seven of which are based in the global South). The Committee was further informed that future capacity mapping could be supported by United Nations presences, although no specific detail was available in terms of the resourcing requirements or plans to ensure ongoing sustainability of the platform along with a clear description of specific, measurable, time-bound benchmarks for its future development. The Secretary-General indicates that developing this platform will require considerable time and effort and signals his intention to make additional proposals to the General Assembly on the future management and operation of CAPMATCH (ibid., paras. 29 and 30). **The Advisory Committee looks forward to receiving a full-fledged proposal on the CAPMATCH initiative, its organizational location and servicing and resource requirements; prospective performance and development benchmarks, particularly in terms of securing participation from the global South; and provisions for ensuring adequate monitoring and oversight by the relevant United Nations intergovernmental bodies.**

B. Funding for national institution-building

25. In his report the Secretary-General indicates that discussions with national partners and United Nations field presences have underscored the difficulties of mobilizing funding and expertise for national institution-building. The Peacebuilding Commission has also made this a focus of recent discussions (A/67/312-S/2012/645, para. 31). The Secretary-General further states that different challenges exist for national institution-building in both mission and non-mission contexts (ibid., para. 34). He indicates his intention to continue his work on expanding possible modes of financing for national institution-building, in particular South-South and triangular exchanges, in the five critical capacity gaps. He points out that this will

include working with other United Nations entities and external partners on how to fill gaps, improve coherence and cost-effectiveness of assistance and maximize results (ibid., para. 35). **The Advisory Committee notes the intention of the Secretary-General to continue working to expand modes of financing for national institution-building and looks forward to receiving additional detail in this regard. It particularly supports efforts to improve coherence and cost-effectiveness of assistance efforts.**

C. Accountability

26. In his previous report, the Secretary-General described a system of global focal points that would help to deliver more accountable and predictable capacities in critical capacity gap areas (A/66/311-S/2011/527, paras. 55 and 56). In his current report, he sets out some general principles which have since been developed, founded on a two-tier system of accountability: focal points at the Headquarters level in different sectors, along with reliance on the presence of his Special Representatives and Resident Coordinators for country-level programming and delivery in the field (A/67/312-S/2012/645, para. 36). The rule of law sector was deemed to be the most urgent operational area, given the high demand from Member States for assistance from the United Nations system and a perception that the existing arrangements were not providing sufficient clarity or facilitating adequate accountability. In this connection, the Secretary-General indicates that he has decided that the Department of Peacekeeping Operations and UNDP should assume joint responsibility as the global focal point for the rule of law sector (police, justice and corrections) in post-conflict and other crisis situations (ibid., para. 37). As a result, efforts are now under way to develop a joint workplan and funding approach in this sector, including through the co-location of staff. **The Advisory Committee looks forward to receiving additional detail on the concept of the global focal point system, its application and its potential to improve overall efficiency and effectiveness, including by avoiding duplication and overlapping of functions and responsibilities.**

V. Financial and managerial agility

27. In section IV of his report (A/67/312-S/2012/645), the Secretary-General emphasizes the importance of timely support for capacity-building in post-conflict countries in order to avoid the risk of relapse into conflict, and the consequent need for the ability to respond to evolving requirements. He makes a number of suggestions to adapt the existing regulatory framework or procedures, specifically in terms of the resourcing and staffing of the United Nations field missions, as well as a proposal for a more rapid and reliable deployment of Secretariat staff to respond to "corporate emergencies". The administrative and budgetary implications of these proposals, which, as stated previously, are not fully elaborated, are discussed below, along with their connection to the observations of the Advisory Committee on related subjects.

A. Planning and budgeting

28. In its report, the Senior Advisory Group recommended that heads of mission be authorized to reallocate 20 per cent of the budgetary provision set aside for civilian personnel (A/65/747-S/2011/85, para. 61). By contrast, the Secretary-General does not propose in his current report any specific threshold for adjustment, but rather indicates that, in his view, the key issue is to facilitate change in the mix of capacity, when needed, to support mandated tasks in dynamic field settings (A/67/312-S/2012/645, para. 50). He stresses that heads of mission should monitor more actively the appropriate mix and type of capacity without any specific adjustment to existing budgetary provisions. Upon enquiry, the representatives of the Secretary-General clarified to the Advisory Committee that no specific regulatory or procedural change was being proposed at this time. The Committee was also informed that heads of mission already have flexibility to temporarily change the mix of capacity. The representatives of the Secretary-General explained that heads of mission have the authority to temporarily redeploy posts between different offices of their mission and to temporarily change the functions of the posts, during a given financial period. Should the need for these changes continue into the next financial period, the changes would be presented in the subsequent proposed mission budget for consideration and approval of the General Assembly. Greater detail on existing financial flexibility is contained in a 2002 memorandum from the then Controller of the United Nations Secretariat to Chief Administrative Officers in all peacekeeping missions, which is annexed to the present report. According to the representatives of the Secretary-General, United Nations Headquarters will be working with missions to ensure they use the authority they have to respond when needs change.

29. **The Advisory Committee requests that the Secretary-General explain more clearly how heads of missions are actually exercising flexibility in terms of changing the mix of civilian capacity. While recognizing the need for flexibility in response to evolving needs on the ground, especially in the first year of mission operations, the Committee emphasizes the importance of striking an appropriate balance between the current delegated authority and requisite budgetary discipline, accountability and internal control. The Committee also notes the need for appropriate reporting thereon in the performance reports of the respective missions and recommends that the General Assembly keep this matter under continuous review.**

30. Further, the Secretary-General refers to his previous report in which he undertook to refine the standardized funding model for the first year of a new peacekeeping operation, in order to provide explicitly for changes in the mix of civilian capacity (A/67/312-S/2012/645, para. 52). Since then, the General Assembly decided, in paragraph 56 of its resolution 66/264, that any further development of this model should take into account the evaluation of its first application in the initial budget of the United Nations Mission in South Sudan (UNMISS). The assessment of the Secretary-General of this experience will be presented to the Assembly at its sixty-seventh session, in the context of the progress report on the implementation of the global field support strategy. **The Advisory Committee reiterates its view, expressed in paragraph 217 of its report contained in document A/66/718 in the context of its review of the global field support strategy, that the standardized funding model should not be used to**

circumvent the established budgetary process and that, pending completion of the study on the application of the model to UNMISS and consideration thereof by the General Assembly, the standard funding model should not be applied to new start-up missions. In addition, any proposed adaptations to the model should be submitted to the Assembly for its consideration and approval.

B. Access to capacities

31. In his current report, the Secretary-General states that United Nations field missions require modalities that enable access to the necessary expertise. There is often a need for timely specialized expertise that may be unique to a country or region, niche functions for which there is no continuing Secretariat requirement or capacities that are not readily available within the United Nations (A/67/312-S/2012/645, paras. 54 and 55). In this connection, he envisages building on existing policies and modalities. Specifically, he expresses his intention to make further use of Government-provided personnel as experts on mission for time-limited, specialized functions that are not required on an ongoing basis or are not readily available, without any expectation of a longer-term United Nations engagement (ibid., para. 56). The salaries for such personnel continue to be paid by their Government, while the Secretariat covers the costs of mission subsistence allowance and travel and provides for reimbursement of medical costs during the tour of duty and coverage for service-incurred injury, illness or death.

32. In the context of its most recent review of peacekeeping missions, the Advisory Committee was informed that posts earmarked for seconded officers are normally in support of the rule of law, which includes the areas of corrections and justice (A/66/718, para. 58). In its deliberations on the current report on civilian capacities, the Committee was informed, upon request, that there were currently 405 such personnel deployed in nine missions, 346 being corrections personnel and a further 59 in the area of justice. Detailed information concerning the numbers and nationalities of these personnel and the missions to which they have been deployed could not be confirmed by the Committee at the time of the finalization of the present report. The Secretary-General envisages expanding the use of this modality for functions such as safety and security and other core government functional areas.

33. The Advisory Committee recalls that a clearer articulation of this requirement is also in line with its recent recommendations made in the context of human resources management concerning overall workforce planning (A/67/545, paras. 8-13). In his current report, the Secretary-General further proposes disclosing costs of Government-provided personnel in the civilian expenditure category rather than in the operational costs category for purposes of clarity and transparency and to facilitate adjustments among sub-items (A/67/312-S/2012/645, para. 50).

34. With respect to how this category of personnel differs from type II gratis personnel, the Committee was informed, upon enquiry, that the latter are restricted to use in specialized functions for a limited period of up to one year or, in cases before a budget is approved, for temporary and urgent assistance for up to six months in the case of new and/or expanded mandates of the Organization. Further, gratis personnel are not presented in budget submissions for approval but are rather

reported to the General Assembly on a biennial basis, pursuant to the requirements of Assembly resolutions 51/243 and 52/234.

35. **The Advisory Committee recalls that the General Assembly, in its resolution 66/264, recently endorsed the recommendation of the Committee for greater clarity concerning the applicable criteria for determining the use of Government-provided personnel or civilian staff. It further notes the intention of the Secretary-General to develop guidelines, for the consideration of the Assembly in its upcoming review of the overview report of the Secretary-General on peacekeeping operations, to govern the recruitment of such personnel to ensure a clear and consistent approach within the Secretariat. The Committee recommends that details concerning the numbers and nationalities of the Government-provided personnel, along with the missions where they have been deployed, should be provided and also included in future reports to the Assembly on this subject.**

36. **In the context of the guidelines being developed, the Secretary-General should provide greater clarity of how Government-provided personnel differ from the deployment of type II gratis personnel, which has been strictly regulated by the General Assembly, pursuant to the provisions of resolutions 51/243 and 52/234 along with other sources of civilian capacity such as United Nations staff on temporary appointments and external consultants. Furthermore, the Committee believes that every effort must be made to improve workforce planning in field presences to ensure that the proper mix of capacities and staff are deployed to deliver mandated tasks and to effectively respond to developments on the ground. The mix of different capacities and modalities should be fully justified in terms of the proposed budget proposals for peacekeeping missions. At the same time, the Committee supports the proposal of the Secretary-General to provide a more transparent presentation of civilian capacity resources in this regard by disclosing costs related to the provision of such Government-provided personnel in the civilian expenditure category.**

37. In his current report, the Secretary-General refers to the issue of comparative advantage and the need to direct resources to the actors best equipped to carry out a mandated task. He specifically cites the case of Timor-Leste where, as the peacekeeping mission begins to draw down, mandated capacity-building tasks are being carried out on its behalf by various United Nations actors, and indicates that this experience should offer lessons for the future (A/67/312-S/2012/645, para. 61). Upon request, the Advisory Committee was provided with explanatory detail with respect to the experience in Timor-Leste which indicated that the mission would enter into cooperative arrangements for services in strengthening the capacity and functionality of national police forces, the rule of law and the promotion of human rights with UNDP, the United Nations Children's Fund, the United Nations Population Fund and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) to ensure that mandated tasks could be implemented prior to the closure of the mission. **The Advisory Committee is of the view that the example cited is more relevant to the challenges faced by the Organization in the transition of responsibilities and functions at the conclusion of a peacekeeping mission rather than a compelling case of ensuring that resources are allocated to the actor best equipped to carry out the task. It suggests therefore that the Secretary-General further develop his work to identify other examples where the comparative advantage concept could be**

applied to maximize efficient and effective deployment of capacities and resources available in the organizations of the United Nations system.

C. Corporate emergency model

38. Responding to the recommendation of the Senior Advisory Group to develop a model to enable more rapid and reliable deployment of Secretariat staff to respond to "corporate emergencies" (A/65/747-S/2011/85, recommendation 17), the current report of the Secretary-General proposes an emergency staff deployment facility, consisting of a pool of pre-cleared and pre-trained candidates for rapid deployment (A/67/312-S/2012/645, paras. 63-66). The Secretary-General points out that while United Nations humanitarian entities have developed such arrangements, the Secretariat has often found it a challenge to deploy staff quickly enough in a crisis. He cites delays in identifying capacity and in securing the release of suitable staff in times of crisis, as well as challenges in backfilling the resulting vacancies. Even when capacity is deployed, it cannot, according to the Secretary-General, be retained for an adequate duration. The Advisory Committee has made similar observations concerning temporary duty assignments in the context of its previous reviews of administrative and financial aspects of peacekeeping missions (see A/61/852, para. 40, and A/62/781, para. 38).

39. The proposal of the Secretary-General envisages the use of a roster mechanism, consisting of a pool of pre-cleared and pre-trained candidates for rapid deployment (A/67/312-S/2012/645, para. 65). To respond to the concern about lack of continuity and retention of in situ staff capacity in emergencies, the Secretary-General proposes to make greater use of temporary assignments (for periods beyond three months) where relevant. The Secretary-General indicates his intention to submit a more detailed proposal for the establishment and functioning of the emergency staff deployment facility and the related resource requirements (ibid., para. 66).

40. Upon enquiry, the Advisory Committee was informed that the proposed arrangements for this facility would be similar to those developed for United Nations humanitarian entities, where serving staff members who have been pre-approved for release by their supervisors would be available for rapid deployment in the case of an emergency. Specific details such as how the proposal will affect the broader framework for human resources management and specific reform aspects currently under consideration, including the introduction of mobility incentives, adaptations to the roster-based recruitment mechanism and the role of the central review bodies, if any, are not yet clear. Furthermore, neither the impact on existing rules and regulations, including those relating to temporary deployment, nor the resources required to establish and maintain the emergency roster mechanism, have yet been examined. **The Advisory Committee observes therefore that the proposed emergency staff deployment facility, as described in the current report, is currently at a conceptual stage of development. Without commenting on the merits of this particular proposal at this stage, the Advisory Committee points out that a number of basic questions arise and require detailed elaboration such as the functioning of the roster and its connection to existing recruitment mechanisms, the vetting process for populating the emergency roster, the resourcing requirements, if any, and the rules relating to temporary deployment. The Committee awaits the proposal of the Secretary-General in this regard.**

Annex

Memorandum dated 28 June 2002 from the Assistant Secretary-General, Controller, addressed to the Chief Administrative Officers of peacekeeping missions

1. This memorandum sets out the policy for the administration of allotments for peacekeeping missions and details updated and expanded flexibility arrangements whereby the authority and responsibility of Chief Administrative Officers for the management of financial resources is significantly enhanced.

2. This increased flexibility embodies action 23 under strategy 3, of the reform programme of the Secretary-General (A/51/950), Enhance the flexibility and responsibility of line managers, which states that the Secretary-General will take steps to delegate maximum authority, responsibility and full accountability to line managers for the management of human and financial resources. It also takes into account recommendation 169 (e) of the Panel on United Nations Peace Operations (the Brahimi report, A/55/305-S/2000/809), which states that the Secretariat should conduct a review of the policies and procedures governing the management of financial resources in the field missions with a view to providing field missions with much greater flexibility in the management of their budgets.

3. This increased flexibility also gives the missions the means to prioritize resources according to efficiencies in the delivery of outputs and effectiveness in the accomplishment of their mandates. The Chief Administrative Officer is expected to articulate these managerial decisions in his/her budget performance submissions, as part of the results-based approach to budget formulation and performance reporting.

4. Allotments will continue to be issued by the Director, Peacekeeping Financing Division. These will be recorded in the Integrated Management Information System (IMIS) at Headquarters and transmitted electronically to the missions in the Excel spreadsheet format for recording in the SUN accounting system.

5. Allotments will be authorized under three groups of expenditures, as follows:

Group I: Military personnel (military observers, military contingents) and police personnel (civilian police and formed police units) [Classes 212 to 214 and 216]

Group II: Civilian personnel (international staff, national staff and United Nations volunteers) [Classes 221 to 223]

Group III: Operational costs (general temporary assistance, Government-provided personnel, civilian electoral observers, consultants, official travel, facilities and infrastructure, ground transportation, air transportation, naval transportation, communications, information technology, medical, special equipment, miscellaneous supplies, services and equipment, and quick-impact projects) [Classes 224 to 228 and 230 to 239]

6. Within each group, the Chief Administrative Officer has full authority to redeploy funds between classes, subject to the following limitations:

(a) The authorized strength of military and police personnel (group I) cannot be exceeded;

(b) The staffing table (number and level of posts) for civilian personnel (group II) must be respected;

(c) Funds allocated to class 239, quick-impact projects (group III), cannot be increased without prior approval from the Director, Peacekeeping Financing Division.

7. Redeployment of funds between groups I, II and III requires prior approval of the Director, Peacekeeping Financing Division. Requests for such redeployment must be accompanied by adequate justification.

8. The following actions are required before the start of a new peacekeeping financial period:

(a) The Director, Peacekeeping Financing Division, will provide the Chief Administrative Officer with the apportionment of resources for the full 12-month period, corresponding to the detailed estimates submitted in the budget, as approved by the General Assembly;

(b) The Chief Administrative Officer, following consultation with the Department of Peacekeeping Operations (Office of Mission Support), will determine the allocation of the budget by cost centre (Headquarters cost centres and Field cost centres);

(c) The Chief Administrative Officer will provide to the Director, Peacekeeping Financing Division, the details of his/her decision for the allocation of the budget, at the class level, by Headquarters cost centre and for the field;

(d) The Director, Peacekeeping Financing Division, will arrange to have the allocation recorded in IMIS;

(e) The Chief Administrative Officer will arrange to have the distribution of the budget, at the class level, by field cost centre, recorded in the SUN system at the mission.

9. IMIS will reflect allocations by cost centre for Headquarters and as a whole for the field. The SUN system will reflect detailed allocations for field cost centres. A consolidated and detailed view of the distribution of the budget (and expenditures) by all cost centres will be available for access by Headquarters and the missions in a funds monitoring tool from September 2002.

10. At the end of each month, the Chief Administrative Officer will communicate to the Director, Peacekeeping Financing Division, the redeployments that he/she has made during the month between field cost centres and between classes. The Director, Peacekeeping Financing Division, will arrange to have these redeployments recorded in IMIS.

11. Whenever a Chief Administrative Officer decides to redeploy funds between Headquarters cost centres and field cost centres within all allotment groups, he/she will inform the Director, Peacekeeping Financing Division, who will arrange to have these redeployments recorded in IMIS.

12. A detailed map of the process of issuance of the initial allotment and of redeployments during the implementation of the budget is provided in an annex to this memorandum.*

13. In administering the budget and effecting redeployments, the Chief Administrative Officer will have to be mindful of the original detailed budget apportionment as he/she will be called upon to fully explain and justify actual variances.

14. I am convinced that these new arrangements, which have been the subject of wide consultation and collaboration among all the parties concerned, will enable all us within our respective sphere of responsibility to better serve and support peacekeeping missions. Should you, at any point in time, need clarification in respect of these new arrangements, please do not hesitate to contact me.

---

* The annex to the memorandum is on file with the Secretariat and is available for consultation.